



**State of Maine**  
**Justice Assistance Council**  
**STOP**  
**(Services\*Training\*Officers\*Prosecutors)**  
**Violence Against Women Program**  
**2003 - 2005 Implementation Plan**

Federal Grant Number: 2003- X0246-ME-WF

# STOP Violence Against Women Implementation Plan 2003-05

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## Introduction

Maine's FY 2003 STOP grant award for FY 2003 is \$1,041,000. Beginning this year, as required by the Office of Violence Against Women (OVW), a multi-year plan has been developed. Presented in Maine's 2003 – 2005 STOP Grant Implementation Plan are:

- Maine's priorities and approaches based on an assessment of needs;
- a summary of the planning process and the participants involved;
- Maine data on domestic violence, sexual assault and violent crime and demographics; and,
- previous STOP funding initiatives.

The Maine's Justice Assistance Council (JAC) faced difficult decisions in the 2002 award year due to a failing economy and grant applications exceeding available funding by more than 100%. With nominal to little economic growth forecast for 2003, the Council will operate from the principle that a lack of services alone *does not* demonstrate need. Instead, determination of need will be based upon a broad perspective, applicant capacity, and whether the applicant will serve a significant number of victims who do not otherwise have access to resources. The Council believes adequate services to victims and victim safety are fundamental concerns in awarding grants. Applicants receiving STOP grants must also understand the reciprocal nature of these awards. The Council, in order to meet the essential needs of victims now and in future years, expects grantees to report detailed information on the success and failure of each initiative. The Council and other stakeholders can then focus efforts that bring optimal results in reducing violent crimes against women in Maine.

Based on input received from focus groups, some changes were initiated since the 2002 Implementation Plan. Subgrant awards will be made to projects that address the priorities that have been identified using both a sole source and competitive bid process. Through the planning process six priority areas have been identified.

### PRIORITY AREAS

1. Coordinated Community Response
2. Sexual Assault Victim Service Expansion
3. Enhanced Adjudication Process
4. Training
5. Policy, Procedures and Planning
6. Technology and Information

## The Planning Process

### Multi-disciplinary Advisory Board: Maine Justice Assistance Council

The Maine Justice Assistance Council is a broad based policy board that serves as a forum for communication and a structure for coordination in the development of this statewide strategy. The Council also oversees and facilitates strategy implementation within the state. This officially constituted advisory board was established by Executive Order in order for the strategic planning and policy direction to be comprehensive and ensure the regular inclusion of guidance and advice from knowledgeable criminal justice practitioners, victim service providers and other stakeholder groups (refer to [Appendix A](#) for membership listing).

## **Roles and Responsibilities**

The Justice Assistance Council is responsible for:

- Establishing policies and funding priorities in regard to the Violence Against Women Act of 2000, Drug Control and System Improvement Program established by the Anti-Drug Abuse Act of 1988, and the Violent Crime Control and Law Enforcement Act of 1994;
- Issuing request for proposals and other appropriate information pertaining to the Act(s);
- Receiving funding applications and making funding recommendations; and
- Responding to other requirements as necessary and appropriate.

## **Coordination Among Federally Funded Programs**

The Justice Assistance Council has oversight of other programs authorized under the Violent Crime Control Act of 1994 including the following programs funded by the Office of Justice Program agencies:

- Violence Against Women S\*T\*O\*P\* Formula Grant Program,
- Residential Substance Abuse Treatment Program and the
- Law Enforcement Block Grant Program
- Byrne Formula Grant Program

Similarly, the Department of Public Safety is the designated state administrative agency for these programs. This arrangement promotes the consideration of other OJP programs in the planning process and the development of coordinated and comprehensive approaches to programming the use of Federal grant resources.

Moreover, the Maine Justice Assistance Council's membership includes individuals with direct policy and administrative responsibility for other federally funded programs, including those supporting State and local drug abuse treatment, juvenile justice, education and prevention representing interests of Federal, State, and local criminal justice professionals, substance abuse, and victims and service providers. Its composition is designed to facilitate coordinated planning and program implementation of both federally, state and locally funded programs and projects. It provides for:

- Coordination among criminal justice system agencies with the State, including State and local representatives;
- Coordination among State and local criminal justice agencies and Federal law enforcement agencies;
- Coordination among the State and local criminal justice, drug treatment, and education/prevention agencies charged with administering Federal formula funds for drug prevention and control; and
- Coordination of the State Administrative Agency with relevant representatives of the public, including private community groups.

The process for developing Maine's 2003-05 STOP Implementation Plan began upon completion of the 2002 plan. When the 2002 Plan was completed and released to the public, feedback was received and revisions were made. Communication with stakeholders resulted in a streamlined request proposal and application package and changes in the procedural aspects of the awarding process.

Throughout the year the STOP Administrator works with organizations whose core mission revolves around the criminal justice system response to victims of domestic violence and sexual assault. In addition to the Justice Assistance Council, the administrator works regularly with the following organizations and their subcommittees:

1. Maine Domestic and Sexual Abuse Commission
  - Criminal Justice Action Committee
  - Governmental Relations Committee
2. Peace in Our Families Task Force
3. Maine Triad
4. Maine Victims of Crime Academy
5. Maine Primary Care Association's Intimate Partner Violence Projects

In addition, to the above organizations, a partnership has been initiated with the STOP Grant Administrator and the Multicultural Coordinator with the Dept. of Behavioral and Developmental Services, whose mission is to reach underserved populations. This coordinated effort will expand our efforts in reaching underserved populations.

The Stop Grant Administrator has met with Police Chiefs' and the Prosecutors' Association to discuss the issues surrounding violence against women. The Administrator also conducts limited statistical analysis of aggregate data provided through the Uniform Crime Reporting office, Maine's Statistical Analysis Center, BJS, Census Bureau statistics and STOP funded projects in Maine. The routine review of research literature and position papers has also contributed to the development of this plan. In addition to these organizations and sources, organizations themselves share grant application materials. All of this collaboration fosters increased coordination of activities around the state and benefits planning.

Two focus groups were organized for the purpose of to soliciting information for the 2003-05 Implementation Plan. The list of participants in [Appendix B](#) includes representatives from the court, law enforcement, victim services, prosecution, the academic community and various state agencies. These meetings included the Directors of Maine's Coalition Against Sexual Assault and Maine's Coalition to End Domestic Violence who enjoy a good working relationship with the Administrator. Discussions have provided information useful in the development of the 2003-05 STOP Implementation Plan.

Information from these sources supported a draft plan that was presented to Maine's Justice Assistance Council STOP Implementation Plan subcommittee, which was created to work with the STOP Grant Administrator in implementing the recommendations from the focus groups in the development of the plan.

The subcommittee reviewed the draft plan, discussed its substance, made final recommendations and presented it to the entire Justice Assistance Council. The Council approved the 2003-05 STOP Implementation Plan at the June 9, 2003 meeting. All Justice Assistance Council meetings are announced in the legal section of the newspaper and are open to the public.

## Context

Maine is a large rural state with an aging population. The state of Maine has 30,862 square miles in size with a population density of 41.3 persons per square mile placing it 43rd among states in population density.<sup>1</sup> In general, the population density decreases south to north. Sparse population poses logistical and financial challenges for human service organizations and law enforcement. Projects such as the Integrated Case Management System, developed out of the Governor's Children's Cabinet have united social service organizations to resolve issues collectively decreasing costs to taxpayers. With a comparatively low per capita income and a state budget deficit equaling

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<sup>1</sup> U.S. Census Bureau Quick Facts 2001: Population density qualifies the state for a number of federal grant opportunities offered rural states.

approximately 18% of the total expenditures, building effective programs against domestic violence and sexual assault has become challenging.

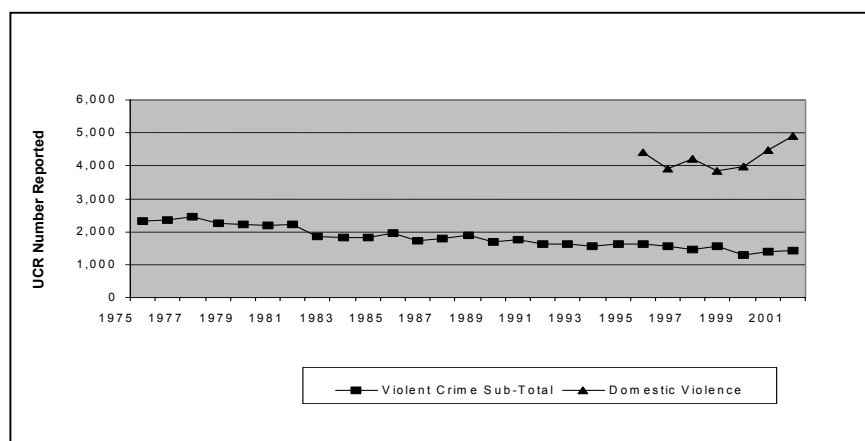
The state is racially homogenous although Lewiston-Auburn and Portland have more diverse populations. Lewiston has experienced a recent influx of Somali people. Maine's Native American population makes up approximately .6% of the population and resides primarily in Houlton, Presque Isle, Perry, and Old Town. These are the Penobscot, Maliseet, Passamaquoddy, and Micmac people. African Americans and Asian Americans show the greatest population growth.<sup>2</sup>

Maine is also growing older. The proportion of Maine's population classified as elderly is expected to increase from 13.9 percent in 1995 to 21.4 percent in 2025. Projections through 2025 show a 97 percent increase in the 65-74 age groups and 55 percent growth among those between the ages of 75 and 84. Among the 50 states, Maine is projected to have the 14<sup>th</sup> highest proportion of elderly in 2005 and the 12<sup>th</sup> highest proportion of elderly in 2025.<sup>3</sup> The dependency ratio in Maine, the number of youth (under age 20) and elderly (ages 65 and over) there would be for every 100 working people (ages 20 to 64), could rise from 69.7 in 1995 to 78 in 2025. The 2000 census for Aroostook County, a county with a density of 11.1 per square mile, has continued a 40-year growth trend in the population age 65 and older. Since 1960 the number of people age 65+ has grown from 7,106 to 12,551, a 77% increase. Forecasts indicate that the number of people aged 65 and older will double in the next 20 years.

During the same period the population under age 65 dropped from 98,958 to 61,387, decreasing 38%. While Maine's older population grows, the out-migration of young people is surpassing in-migration. Unfortunately this trend is stronger in regions of Maine with a weaker economy. [Appendix C](#) provides the Census Bureau: 2001 Quick Facts Sheet for additional demographic information on Maine.

## Data on Domestic Violence, Sexual Assault and Violent Crime in Maine

**Figure 1: Reported Violent Crime and Domestic Violence**



Domestic violence and sexual assault rates, as reported through UCR, appear to be increasing. Figure 1 compares overall reports of violent crime<sup>4</sup>, 1975-2001, with those of domestic violence, 1995-2001, in Maine.

<sup>2</sup> U.S. Census Bureau, 2000. See "Population by Race and Hispanic or Latino Origin in the United States: 1990-2000." Table PHC-T-1

<sup>3</sup> State Population Rankings Summary. Source of data: U.S. Bureau of the Census, Population Division, Population Paper Listing #47, Population Electronic Product #45

<sup>4</sup> Violent Crime includes which include robbery, murder, forcible rape and aggravated assault.

Figure 2 provides descriptive statistics on the rate of forcible rape for the period 1975 – 2001, for New England states, Idaho and Hawaii <sup>5</sup>, states similar in comparison to Maine. While CT, MA, NH and RI show a decline in rape rates Maine's rate is increasing. In discussion with the Executive Director of Maine Coalition Against Sexual Assault, one explanation for the increase could be that women are more comfortable in reporting sexual assaults because of the success of community programs such as the Sexual Assault Response Teams.

**Figure 2: Forcible Rape (1975-2001 p/100,000)**

	<i>CT</i>	<i>HI</i>	<i>ID</i>	<i>ME</i>	<i>MA</i>	<i>NH</i>	<i>RI</i>	<i>VT</i>
Mean	22.36	31.3	24.06	17.64	27.96	25.53	24.69	24.87
Median	23.1	31	22.4	18.1	28.1	26.6	26.1	23.1
Mode	24.1	34.7	18.7	13.4	27.4	34.8	30.9	14.6
Range	16.8	21	19.2	16.7	18.4	35.7	31	26.2
Minimum	12.4	23.6	16.1	9.9	17.7	8.7	8.5	14.6
Maximum	29.2	44.6	35.3	26.6	36.1	44.4	39.5	40.8
Sum	603.9	845.1	649.8	476.2	754.8	689.4	666.6	671.5

Bureau of Justice Statistics - Data Online <http://www.ojp.usdoj.gov/bjs>

Figure 3 depicts the percentage change of rape over the term in which the STOP grant has been administered.

**Figure 3: Forcible Rape in Maine, 1995-2001**

Forcible Rape								Real Change 1995 - 2001	% Change 1995-2001
Year	1995	1996	1997	1998	1999	2000	2001		
Number Reported	268	266	254	229	273	318	325	57	21%
% Change from previous year	-14.9	-0.7	-4.5	-9.8	19.2	16.5	2.2		

The Maine Coalition Against Sexual Assault reported a total of 12,353 contacts to the ten affiliated organizations throughout Maine for the year 2002. The Maine Coalition to End Domestic Violence reported advocacy services being provided to 13,202 individuals during 2002.<sup>6</sup> Reporting design and

<sup>5</sup> Vermont is the exception. Being similar to Maine in region and social characteristics it was included.

<sup>6</sup> The methodology of data collection between the two organizations is different.

methods used by governmental and non-governmental organizations will require improvement in order to obtain more accurate numbers.

The Maine Office of Victims of Crime's *State Wide Assistance Report* showed that a total of 3,913 victims had been served for domestic violence, 793 served for Adult Sexual Assault, and 137 served for Elder Abuse.

## **Subgrantee/Victim Needs**

With a comparatively low per capita income the state faces a budget deficit that represents approximately 18% of the state's total expenditures, which has lead to funding cuts to victim service providers in Maine. Maintenance and enhancement of core services are needed. The following list of needs is based upon discussions with stakeholders:

- Civil legal services for victims of domestic violence and sexual assault;
- Legal services for elderly victims of domestic and sexual assault;
- Uniform reporting from law enforcement, prosecution, judicial and victims service providers for statewide strategic planning purposes;
- Training for bail commissioners;
- Assistance from the medical community in screening victims of sexual assault and domestic violence;
- Assisting the state SANE director to train additional SANEs;
- Domestic violence/sexual assault investigator(s);
- Training to identify and follow-up on incidents of elderly abuse and develop a uniform protocol statewide;
- Bringing bail conditions on-line and enhancing the capacity of courts to communicate bail conditions and amendments to law enforcement officers;
- Difficulty retaining staff has been mentioned in numerous reports; and
- Continued attention to victim safety.

## **Plan Priorities & Approaches**

### **Relation to Prior Implementation Plans**

STOP Grant funding will build on previous programming by encouraging specific initiatives that were funded in 2002 and which were specifically cited by stakeholders as necessary to reduce and prevent domestic violence and sexual assault. The administrator will examine each program, inventory efforts made statewide, look at needs, and fit STOP funding into a comprehensive plan. Funding from government sources other than the STOP Grant that address domestic violence and sexual assault will also be examined. The Department of Justice awarded \$5,910,782.00 aimed at domestic violence and



sexual assault in Maine last year, of which the STOP Grant makes up approximately one-fifth (see [Appendix D](#)). [Appendix E](#) lists the STOP 2002 subgrantees, programs and funding amounts.

A major shift in direction this year is to fund particular programs based upon consensus and success. Though innovation will always be encouraged, innovation alone has not lead to a coordinated approach but a mosaic of efforts conceived absent consideration of existing capacity or real need. In considering grants the Justice Assistance Council may utilize other available information, such as UCR reports, sub-grantee progress reports, and data provided by the coalitions against domestic violence and sexual assault in order to inventory programs and numbers served.

Based upon the results of the planning process, the strategy for Maine's STOP funding will focus on the following priorities for 2003 through 2005. Though funding every good proposal is not possible, working with other governmental and non-profit agencies will assist in maximizing federal dollars for programs to better serve victims. The main focus is to strengthen crime victim services infrastructure and build capacity of local programs.

## **Priority Areas**

### **Priority #1 - Coordinated Community Response**

The coordinated community response remains a centerpiece in Maine's efforts to reduce domestic and sexual violence. In addition to continuing services to populations in need and close to Maine's service centers, the multi-year plan will seek programs that enlist the community to both identify and address the needs of elder victims of domestic violence, sexual assault, stalking and other underserved populations as defined by the Violence Against Women Act of 2000.

Programs, that improve coordination of the justice system, and victim service activities in domestic violence and sexual assault are encouraged. Personal safety of victims and effective intervention in patterns of violence remain paramount.

#### **Specific Approaches Encouraged:**

- Develop proactive response police teams in areas where domestic violence is comparatively high. Additional considerations to determine where such teams are to be funded include: population density and relative size of existing police force;
- Expand efforts specifically focused on elderly abuse including the training of additional citizen volunteers to identify and respond to such incidents as well as other services;
- Earmark fixed amounts for organizations whose sole historical function and mission has been to provide services to victims of sexual assault and domestic violence. The fixed amount is to be used to maintain or augment basic core services; and,
- Encourage MCEDV and MeCASA to work together to assess the legal needs of victims throughout Maine by region and type of assistance needed, and to explore a cost effective approach to meet those needs.

## **Priority #2 - Sexual Assault Victim Service Expansion**

The 2003-05 plan will build upon the success of Maine's fight against sexual assault by expanding *existing victim service programs*, facilitating further protocol development and implementation, providing training for judges, other court personnel, prosecutors, law enforcement, and continuing development of coordinated community responses to sexual assault.

Since inception of Maine's STOP funding, nine sexual assault response teams (SARTs) have been established. Many of these programs have completed, or are completing, the development of coordinated community response protocols. Though SART protocols alone cannot keep a community moving in a coordinated manner, they are an essential step in that direction.

MeCASA in Maine has also brought the Sexual Assault Nurse Examiner (SANE) into partnership with the SART programs. STOP funds have assisted MeCASA in training nurses and coordinating their role in SARTs. Maine district attorneys recognize the key role response teams and nurses play in successful prosecutorial efforts.

### **Specific Approaches Encouraged:**

- Development and maintenance of SART programs to facilitate statewide coverage;
- Expansion and maintenance of sexual assault victims service programs; and,
- Training of Sexual Assault Nurse Examiners (SANEs).

## **Priority #3 - Enhanced Adjudication Process**

Maine supports the judiciary and other court personnel managing offender behavior and securing victim safety through judicial education and court-related projects. In 2001, two STOP grant funded pilot projects that included court personnel, prosecutors and defense attorneys, bail commissioners and law enforcement officers were funded. Victim services advocates were included in planning these pilots and are essential to planning future court projects.

### **Specific Approaches Encouraged:**

- Include bail conditions on the Maine Criminal Justice Network as Protection Orders information is now included.
- Support programs that emphasize victim and courtroom safety, accelerate court processes for domestic violence and sexual assault victims, and provide special docketing or dedicated courts to handle domestic violence and sexual assault cases; and,
- Training and initiatives focused on sexual assault.

## **Priority #4 – Training**

Training is essential to any comprehensive effort to fight domestic violence and sexual assault. Over the past seven years law enforcement, victim service providers and prosecutors have received training in one or more aspects of response to scenes of domestic violence and sexual assault. Training of other criminal justice stakeholders should be explored and coordinated with the Maine Criminal Justice Academy.

**Specific Approaches Encouraged:**

- Continue bail commissioners training program; and,
- Develop improved and specialized training for judiciary, prosecutors, victim's service providers, law enforcement, probation officers, personnel and guardians ad litem.

**Priority #5 - Policy, Procedures, and Planning**

Maine will continue the development and implementation of more effective police, court, prosecution, bail commissioners and victim service provider protocols, orders, policies and procedures aimed at identifying and responding to domestic violence and sexual assault. The regularity and process for notification of victims varies in Maine. It concerns law enforcement, prosecution, court and victim services providers that not all agencies assess risk in a standardized manner.

**Specific Approaches Encouraged for:**

- Develop risk assessment tools and identify precautions for the retrieval of personal property by the victim or alleged abuser; and,
- Continue to meet the safety needs of, and understand, women who stay.

**Priority #6 - Technology and Information**

Maine has sought to develop and refine information management systems and other technologies for use by the various components of the Maine criminal justice system to better share information among police, prosecution, courts, and victim service providers. In Maine we recognize such support and development as necessary to the improvement of the criminal justice systems technical ability to respond to domestic violence and sexual assault. The capacity to share information enhances safety of victims, assists preservation of evidence for prosecution, and provides data essential for analysis and subsequent planning efforts.

**Specific Approaches Encouraged:**

- Continue working toward uniform reports at all levels of the criminal justice system. Support the identification of an existing data collection and reporting format that can be applied uniformly by the victim service providers in Maine that contributes to the body of data already available from government agencies while not violating victim confidentiality. Such data would include, at minimum, the number of individuals (unduplicated) served, the region and point of contact in addition to other characteristics already being requested by VAWA through the Subgrant Award and Performance Reports.

## Grant-making Strategy

Figure 4: 2003 Distribution of VAW Funds

Maine's FY 2003 STOP award is \$1,041,000.00. In order to meet statutory requirements under VAWA Maine will allocate funds according to Figure 4.<sup>7</sup> A 25% matching requirement will be imposed on all subgrantees, which can be either cash or in-kind services for which an objective fair market value may be assessed to meet matching requirements. In-kind matches are described in 27 CFR § 90.17 of Subpart b of the VAWA regulation as published in the *Federal Register* on April 18, 1995. All matching funds are restricted to the same uses as VAWA funds and must be expended within the same grant period. The Request for Proposal (RFP) has been developed in accordance with the Bureau of Purchases rules to ensure a competitive and fair process.

Budget Category	Amount	% of Total Award
Victim Services	\$ 312,300.00	30%
Law Enforcement	\$ 260,250.00	25%
Prosecution	\$ 260,250.00	25%
Courts	\$ 52,050.00	5%
Administration	\$ 104,100.00	10%
Discretionary	\$ 52,050.00	5%
<b>TOTAL</b>	<b>1,041,000.00</b>	<b>100%</b>

Projects will be selected that meet the plans priorities and:

- Identify gaps in services for victims of sexual assault, dating and domestic violence, and stalking and develop strategies to provide core crisis services where none exist;
- Target strategies and services for underserved and isolated communities and populations;
- Increase cultural and linguistic capacity of specific community programs;
- Provide data for planning efforts; and,
- Expand use of domestic violence investigators and further development of domestic violence investigation protocols.

The STOP Grant Administrator will give each proposal a technical and substantive review. The proposal must include a clearly written project narrative that identifies existing services, the number of victims being served and the number the proposed project will serve. Project activities must be clearly related to identified needs. The organization's capacity to meet stated need must also be shown along with a budget rationale that meets project goals and all federally required certifications and assurances. The Request for Proposal will provide more detail on additional application materials.

Each project proposal must address at least one of the eleven STOP grant purpose areas established by the 2000 Reauthorization of VAWA ([Appendix F](#)) and fit one or more of Maine's priority areas.

<sup>7</sup> Funds leftover from previous years revert back to be awarded in compliance with the STOP Grant formula requirements and at the discretion of the council.

## Program Timeline

Date	Activities
July	Implementation Plan Development/Revisions
August	<ul style="list-style-type: none"> <li>■ Justice Assistance Council Approves Plan and forwards to Office of Violence Against Women</li> <li>■ Develop grant application kit/RFP</li> <li>■ RFP approved by JAC and sent to Maine's Division of Purchases for Approval</li> <li>■ Conference Schedule Planned and notice for Request for Proposals Notice sent to Kennebec Journal for public notice</li> <li>■ RFP notice of funds availability posted on website</li> <li>■ Distribute grant application kit to applicants</li> <li>■ Bidders conference</li> </ul>
Mid-August – Oct. 1	Applicants submit grant applications to Division of Purchases
October	<ul style="list-style-type: none"> <li>■ Review of applications by JAC Review Teams</li> <li>■ Award decisions made</li> <li>■ All applicants and Div. Of Purchases notified of results and special conditions</li> <li>■ Award sub-grants</li> </ul>
November	Contract processing
December 1	<ul style="list-style-type: none"> <li>■ Begin technical assistance and monitoring of grants</li> <li>■ Earliest date to start drawing down funds</li> </ul>

As a multi-disciplinary advisory board, the Maine Justice Assistance Council collectively works toward accomplishing the goals of the STOP program in combating violence against women and improving the criminal justice system's response to sexual assault and domestic violence against women. Three critical elements the council will look for in grant proposals are:

- The identification and description of existing services, by area and type, which the organization seeks to augment (or provide solely) in the given project area;
- The number of victims/organizations projected to be served by the given project; and,
- The use of available Maine statistics in demonstrating need, which may include the following:

1. regional demographic data;
2. information on the law enforcement agency(s) serving a given region, i.e. local police, county sheriff, domestic violence investigators, and state police;
3. the domestic violence and sexual assault services available to victims in the area;
4. data on the current incidents and prevalence of domestic violence and sexual assault for the given region.

[Appendix G](#) details allocations made to each statutorily required area: law enforcement, courts, victims' services, and prosecution since 1995. Administrative and discretionary amounts are also included.

## **Addressing the Needs of Underserved Victims**

In Maine we recognize our rural, island, tribal, immigrant and refugee populations and will aim to develop integrated community service systems to meet their needs. The Justice Assistance Council encourages projects that target rural and underserved urban areas, Americans of African, Asian, Pacific Islander, Hispanic and Native racial and ethnic backgrounds, women with mental and emotional needs, physical disabilities, elderly, migrant workers, lesbians, immigrants and those incarcerated.

Recently, the STOP Grant Administrator has initiated working with the State of Maine Dept. of Behavioral and Developmental Services Multicultural Coordinator to explore ways to reach underserved populations, which is addressed in priority #1. Other approaches that the STOP Grant Administrator will initiate are:

- Develop collaborations with organizations that provide services for under-served populations;
- Meet with the multi-cultural collaborative that has been recently established and present information on the STOP Grant Program; and,
- Support and promote training efforts to address cultural issues for the criminal justice and victim service provider communities.

## **Monitoring and Evaluation**

Evaluation helps focus the funded organization toward its goals and provides valuable information for planning by determining whether a strategy is effective. The need for evaluation plan was integrated into the quarterly progress report format and emphasized in the 2002 RFP process, which proved to be essential to grant management and aid in providing technical assistance. Grant recipients were receptive to the new reporting requirements and were able to supply previously unreported data.

Data collection consistent with data needed for VAWA's Subgrant Awards and Performance Reports were also stressed in the 2002-funding year. Where appropriate, applicants reported on the number of individuals served, the services provided, and characteristics of the population without violating confidentiality.

To gather substantive information on domestic violence and sexual assault in Maine and identify needs, we used numerous sources of information. First a regular source of information is the required grantees quarterly progress and financial reports. This past year the administrator has sought more detailed reports including the number of victims served, type of service provided, regional and victim profiles, in addition to assessing the projects progress. The administrator has emphasized discussing

the difficulties and shortfalls of projects. Understanding why some projects, particularly those based on a coordinated community response, succeed while others fail is more likely with detailed progress reports. Further such reports provide the subgrantee and the administrator an opportunity to highlight problems and perhaps make midcourse corrections.

Site visits were resumed last year. The STOP Administrator visited over half of the subgrantees receiving funding in 2001 and has started visiting 2002 recipients. The visits have focused on each organization's history and capacity rather than providing technical assistance. It is hoped the administrator can focus more on technical assistance.

In 2003, the Maine Justice Assistance Council awarded a contract to the Research Collaborative on Violence Against Women of the University of Maine and the Muskie School of Public Service at the University of Southern Maine to conduct a comprehensive statewide evaluation of the STOP program. Key to the project, An Evaluation of Grants Funded by the Maine STOP Violence Against Women Formula Grant Program's, is "to see if VAWA funded programs are helping us move towards our STOP goals as outlined in the VAWA implementation plan." The 216 grants that have been awarded during the past seven years are being reviewed for content and impact. The project design consists of:

- File review
- Survey of grant recipients
- Data analysis
- Report on findings

A full report will be available in October 2003. It is anticipated that the findings will assist the Justice Assistance Council in assessing the success of prior STOP-funded programs, which can be used as an indicator for future funding. The evaluation will seek to answer the following:

- Establish if program goals were met
- Measure program effectiveness
- Determine program viability
- Determine program sustainability without grant funding

This evaluation will establish a framework to assist JAC members in identifying programs that have potential for success and sustainability. Having an analysis of not only what has worked but also what has not worked will aid in future decision making and contribute to the statewide strategy.

## Conclusion

The 2003-05 Implementation Plan is designed to provide a framework for the distribution of STOP funds in the State of Maine and to provide a blueprint for a coordinated plan in addressing violence against women. It has been the result of a coordinated effort of numerous participants across the spectrum of stakeholders to address the impact of violence against women. The year 2002 has been a challenging year faced with budget shortfalls due to slow economic growth, yet, it has also been a year that has caused a shift in the direction that Maine wants to proceed in funding programs that make an impact in combating violence against women.

The priorities developed emphasize projects that will identify gaps in services for victims of domestic and sexual violence; increase outreach to underserved population; and, expand on existing core services such as domestic violence investigators, sexual assault response teams (SARTs) and Sexual Assault Nurse Examiner (SANE) initiatives.

STOP grant funding has been instrumental in the delivery of victim services in the local community by the funding resources it provides. The STOP Grant Administrator will continue to maintain an active role in domestic violence and sexual assault organizations and the criminal justice community. This role will be instrumental in maintaining a coordinated statewide planning effort.

## Appendix A - Justice Assistance Council Members

### Ex-Officio Members

*Michael P. Cantara, Commissioner*

- Commissioner of the Department of Public Safety or designee

*Denise Lord, Assoc. Commissioner(designee)*

- Commissioner of the Department of Corrections or designee

*Bud Doughty, Assoc. Commissioner*

- Associate Commissioner for Adult/Community Services

*Ted Glessner, State Court Administrator*

- Chief Justice of the Supreme Court designee

• *William Stokes, Asst. Attorney General*  
Attorney General designee

*John Rogers*

- Director of the Maine Criminal Justice Academy

*Randy Harriman*

- LECC Manager, U.S. Attorney's Office, District of Maine

*William Lowenstein, Associate Director (designee)*

- Director of the Office of Substance Abuse designee

*Bonnie Hardwick Exec. Director of Menswork (designee)*

- Chairperson of the Maine Commission on Domestic and Sexual Abuse designee

### Gubernatorial Appointees

*Marty McIntyre*

- A representative of a victims group (this post has been filled by MeCASA)

*Lois Reckitt*

- A representative of a domestic abuse prevention organization

*John Morris*

- A representative of a municipal law enforcement agency

*Mark Dion*

- A representative of a county law enforcement agency

*Charles Love*

- A representative of a state law enforcement agency

*Neale Adams, Chair*

- A District Attorney



## Appendix B – Planning Focus Groups

### January 15, 2003

Ricker Hamilton	Bureau of Elder Services
Allen Andrews	So. Portland Police Dept.
Chris Gardner	Washington County Sheriff's Office
Jeff Henthorn	Administrative Office of the Courts
Joyce Wheeler	Maine District Court
Michael Middaugh	Knox County Sheriff's Office
Elizabeth Ward Saxl	Maine Coalition Against Sexual Assault
Lois Gordon	Downeast Sexual Assault Services
Gordon Littlefield	Sanford Police Dept.
Robert Williams	Maine State Police
Martin McKenna	Sagadahoc County WGFV
Tom Godfrey	Maine Primary Care Association
Juliet Holmes-Smith	Pine Tree Legal Assistance
Laurie Fogelman	The Next Step

### January 22, 2003

Carolyn Ball	University of Maine
Tom Godfrey	Maine Primary Care Association
Jenny Boisvert	New Hope for Women
Cynthia Freeman Cyr	Womancare
Stan Pettigrew	STARS – AMHC
Shari Smith	REACH
Linda Wilcox	Family Violence Project
Dorathy Chocensky	Spruce Run
Cindy Peoples	Caring Unlimited
Elizabeth Ward Saxl	Maine Coalition Against Sexual Assault
Roxana Marrero	Maine Coalition Against Sexual Assault
Kate Faragher	Family Violence Project
Lois Galgay Reckitt	Family Crisis Services
Julia Sells	USM Muskie School of Public Service
Kim Roberts	Maine Coalition to End Domestic Violence
Wayne Applebee	Lincoln County Sheriff's Office
Anita St. Onge	USM Muskie School of Public Service
Julie Sipser	Maine Department of Human Services

## Appendix C – Maine Demographic Data

MAINE DEMOGRAPHIC DATA		
	Maine	USA
Population, 2001 estimate	1,286,670	284,796,887
Population percent change, April 1, 2000-July 1, 2001	0.90%	1.20%
Population, 2000	1,274,923	281,421,906
Population, percent change, 1990 to 2000	3.80%	13.10%
Persons under 5 years old, percent, 2000	5.50%	6.80%
Persons under 18 years old, percent, 2000	23.60%	25.70%
Persons 65 years old and over, percent, 2000	14.40%	12.40%
Female persons, percent, 2000	51.30%	50.90%
White persons, percent, 2000 (a)	96.90%	75.10%
Black or African American persons, percent, 2000 (a)	0.50%	12.30%
American Indian and Alaska Native persons, percent, 2000	0.60%	0.90%
Asian persons, percent, 2000 (a)	0.70%	3.60%
Native Hawaiian and Other Pacific Islander, percent, 2000	Z	0.10%
Persons reporting some other race, percent, 2000 (a)	0.20%	5.50%
Persons reporting two or more races, percent, 2000	1.00%	2.40%
Persons of Hispanic or Latino origin, percent, 2000 (b)	0.70%	12.50%
White persons, not of Hispanic/Latino origin, percent, 2000	96.50%	69.10%
Living in same house in 1995 and 2000, pct age 5+, 2000	59.60%	54.10%
Foreign born persons, percent, 2000	2.90%	11.10%
Language, not English spoken at home, pct age 5+, 2000	7.80%	17.90%
High school graduates, percent of persons age 25+, 2000	85.40%	80.40%
Bachelor's degree or higher, pct of persons age 25+, 2000	22.90%	24.40%
Persons with a disability, age 5+, 2000	237,910	49,746,248
Mean travel time to work, workers age 16+ (minutes), 2000	22.7	25.5
Housing units, 2000	651,901	115,904,641
Homeownership rate, 2000	71.60%	66.20%
Housing units in multi-unit structures, percent, 2000	20.30%	26.40%
Median value of owner-occupied housing units, 2000	\$98,700	\$119,600
Households, 2000	518,200	105,480,101
Persons per household, 2000	2.39	2.59
Median household money income, 1999	\$37,240	\$41,994
Per capita money income, 1999	\$19,533	\$21,587
Persons below poverty, percent, 1999	10.90%	12.40%
<b>Business QuickFacts</b>	<b>Maine</b>	<b>USA</b>
Private nonfarm establishments, 1999	38,878	7,008,444
Private nonfarm employment, 1999	475,149	110,705,661
Private nonfarm employment, percent change 1990-1999	12.10%	18.40%
Nonemployer establishments, 1999	96,884	16,152,604
Manufacturers shipments, 1997 (\$1000)	14,097,609	3,842,061,405
Retail sales, 1997 (\$1000)	12,737,087	2,460,886,012
Retail sales per capita, 1997	\$10,229	\$9,190

# **MAINE DEMOGRAPHIC DATA**

	<b>Maine</b>	<b>USA</b>
Minority-owned firms, percent of total, 1997	2.20%	14.60%
Women-owned firms, percent of total, 1997	24.00%	26.00%
Housing units authorized by building permits, 2000	61,771	1,592,267
Federal funds and grants, 2001 (\$1000)	8,180,498	1,763,896,019
Local government employment - full-time equivalent, 1997	46,260	10,227,429
<b>Geography QuickFacts</b>	<b>Maine</b>	<b>USA</b>
Land area, 2000 (square miles)	30,862	3,537,438
Persons per square mile, 2000	41.3	79.6
<b>U.S. Census Bureau: Quick Facts, 2001</b>		

**Appendix D: Domestic Violence and Sexual Assault Grants Received by Maine Organizations as Reported by OJP and COPS offices.**

<b>2002 Grants Addressing Domestic Violence and Sexual Assault</b>						
Agency	Program	Type	Amount	Purpose	Ref. No.	Method
MECASA	Coalition Grant	Coalition Grant	\$ 85,372.00	Law Enf.	2001SWBX0065	Discretionary
MECASA	Legal Assistance for Victims Grant		\$ 202,608.00	Law Enf.	2002WLBX0046	Discretionary
Maine Dept. Of Public Safety	VAWA	STOP Grant	\$ 1,044,000.00	Law Enf.	2002WFBX0027	Formula
Maine Dept. of Human Services	Crime Victim Assistance Grant Program		\$ 2,089,000.00	Victims	2002VAGX0023	Formula
MCEDV	Grants to State Sexual Assault and DV Coalitions	Domestic Violence Coalitions	\$ 85,526.00	Law Enf.	2001DWBX0083	Discretionary
Penquis Community Action	Legal Assistance for Victims Grant		\$ 449,940.00	Law Enf.	98WLVX0010	Discretionary
Indian Island	Penobscot Nation	Violence Against Indian Women	\$ 57,829.00	Law Enf.	2002WIBX0001	Discretionary
UMaine	Grants to Reduce Violence Crimes Against	Women on Campus Program	\$ 299,957.00	Law Enf.	2000WAVX0012	Discretionary
Portland	Cumberland County	Grants to Encourage Arrest Policies and Enforcement of Protection Orders	\$ 396,550.00	Law Enf.	97WEVX0110	Discretionary
USM	Snapshot Project, Examining the Impact	VAWA	\$ 1,200,000.00	Law Enf.	2000WTVXK002	Discretionary
		<b>Total</b>	<b>\$ 5,910,782.00</b>			

## Appendix E: 2002 STOP Grant Recipients

Category	Subgrant #	Agency	Title	Program Area	Purpose Area	Award	Match Amount	End Date
Administration	VA-W1-02	Maine Department of Public Safety	Admin	Administration	V01	\$52,200.00	\$0.00	02/28/2004
<b>Administration Total</b>						<b>\$52,200.00</b>		
Courts	22-01-02	Administrative Office of Courts	DV Case Coordination Project	Technology & Information	V06	\$52,200.00	\$29,750.00	12/31/2003
<b>Courts Total</b>						<b>\$52,200.00</b>		
Discretionary	DB-01-02	Downeast Batterer Intervention Project	Downeast Batterer Intervention Project	Victim Services	V05	\$1,547.73	\$0.00	12/31/2003
Discretionary	FC-02-02	Family Crisis Services	Bail Commissioner Training	Training	V05	\$20,500.00	\$2,900.00	12/31/2003
<b>Discretionary Total</b>						<b>\$22,047.73</b>		
Law Enforcement	1/1/2002	Bureau of State Police	DV Response: Best Practices Card	Criminal Justice Information System Up-grade	V04	\$2,500.00	\$850.00	03/31/2003
Law Enforcement	1/4/2002	Bureau of State Police	2002 STOP Grant	Technology & Information	V04	\$4,725.00	\$1,575.00	12/31/2003
Law Enforcement	36-01-02	Bath Police Department	Sagadahoc DV Pretrial Supervision & Evaluation		V04	\$30,085.00	\$10,425.00	12/31/2003
Law Enforcement	40-01-02	Lewiston Police Department	DV Coordinator Assistant	Victim Services	V04	\$38,848.00	\$15,123.00	12/31/2003
Law Enforcement	41-01-02	Washington County Sheriff's Department	Washington County DV Initiative	Victim Services	V04	\$56,043.00	\$34,409.00	12/31/2003
Law Enforcement	42-01-02	Portland Police Department	Portland P.D. Victim-Witness Comm. Liaison		V04	\$21,569.00	\$7,193.00	04/07/2004
Law Enforcement	94-01-02	York County Sheriff's Department	York County DV Project	Training	V04	\$24,600.81	\$8,200.27	12/31/2003
<b>Law Enforcement Total</b>						<b>\$178,370.81</b>		

Category	Subgrant #	Agency	Title	Program Area	Purpose Area	Award	Match Amount	End Date
Prosecution	66-01-02	County of Cumberland	DV Unit Investigator	Prosecution	V03	\$53,747.00	\$17,915.00	12/31/2003
Prosecution	DA-01-02	Prosecutorial District III	DV Prosecution Program	Prosecution	V03	\$2,968.95	\$1,000.00	12/31/2003
Prosecution	DA-02-02	Prosecutorial District III	DV Investigator	Prosecution	V03	\$47,968.20	\$22,770.00	12/31/2003
Prosecution	HW-01-02	Prosecutorial District VII	Hancock Cty Detective/Liaison Officer	Prosecution	V03	\$48,788.09	\$17,203.00	02/14/2004
Prosecution	KC-01-02	Prosecutorial District IV	DUES 2003	Prosecution	V03	\$50,460.00	\$25,650.00	12/31/2003
Prosecution	KC-02-02	Prosecutorial District IV	District Attorney's Information Network	Technology & Information	V04	\$57,067.76	\$19,022.59	01/31/2004
<b>Prosecution Total</b>						<b>\$261,000.00</b>		
Victim Services	30-01-02	Auburn Police Department	Androscoggin DV Task Force	Education	V02	\$5,000.00	\$2,000.00	12/31/2003
Victim Services	AM-01-02	Aroostook Mental Health Center	Aroostook Sexual Assault Response Team (ASART)	Victim Services	V02	\$38,259.00	\$6,951.00	12/15/2003
Victim Services	DS-01-02	Downeast Health Services, Inc.	Washington-Hancock Cty SART Expansion Project	Victim Services	V02	\$25,636.00	\$28,294.00	12/31/2003
Victim Services	FC-01-02	Family Crisis Services	Sagadahoc DV Safety and Accountability Audit	Victim Services	V02	\$35,472.00	\$0.00	12/31/2003
Victim Services	FC-03-02	Family Crisis Services	Strengthening Bridges Support Groups	Victim Services	V02	\$30,250.00	\$7,500.00	03/31/2004
Victim Services	FV-01-02	Family Violence Project	Supporting Women Who Stay	Victim Services	V02	\$36,000.00	\$15,380.00	11/30/2003
Victim Services	MC-01-02	MECASA	Sexual Assault Data Standardization	Victim Services	V02	\$9,904.00	\$0.00	12/31/2003
Victim Services	PT-02-02	Pine Tree Legal Assistance Inc	Family Crisis Assistance Project		V02	\$7,721.46	\$0.00	12/31/2003
Victim Services	RC-01-02	Rape Crisis Assistance	Operation Recourse (Sexual Assault Response Team)	Victim Services	V02	\$34,590.00	\$0.00	11/30/2003

Category	Subgrant #	Agency	Title	Program Area	Purpose Area	Award	Match Amount	End Date
Victim Services	SM-01-02	So. Maine Agency on Aging	Money Minders Stop Finance Pred. Of Older Women	Victim Services	V02	\$5,200.00	\$0.00	12/31/2003
Victim Services	SS-01-02	Sexual Assault Response Services	Cumberland County SART	Victim Services	V02	\$33,707.00	\$0.00	01/01/2004
Victim Services	SS-02-02	Sexual Assault Response Services	York County SART	Victim Services	V02	\$33,707.00	\$0.00	01/01/2004
Victim Services	WC-01-02	Womancare/Aegis Association	Elder Victims Support Group	Victim Services	V02	\$8,668.00	\$0.00	12/31/2003
<b>Victim Services Total</b>						<b>\$304,114.46</b>		
<b>Grand Total</b>						<b>\$869,933.00</b>	<b>\$274,110.86</b>	

## Appendix F – VAW Purpose Areas

### FY 2003 STOP Violence Against Women Formula Grant Program Purpose Areas

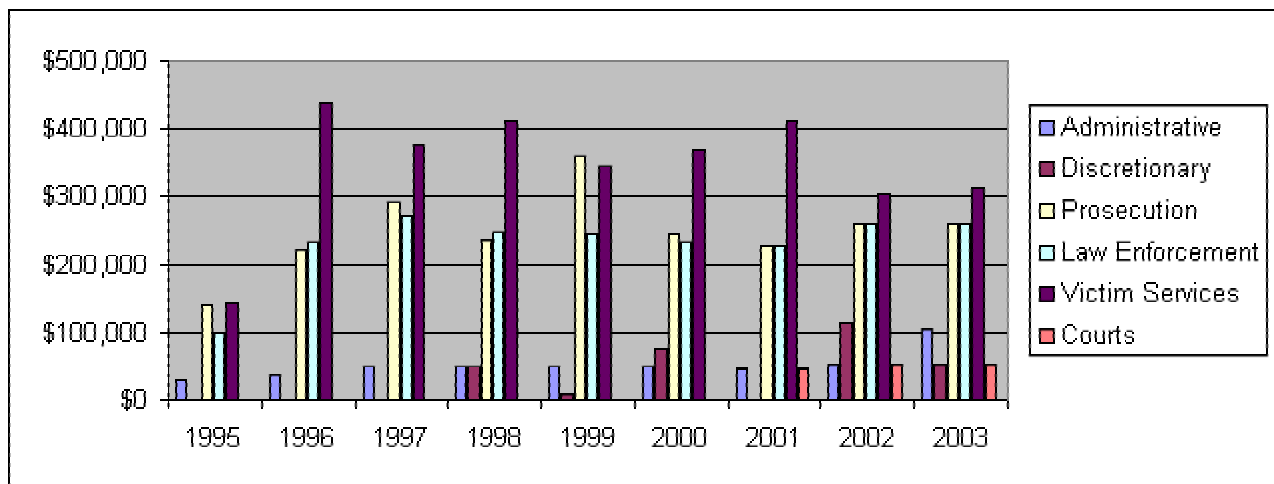
1. Training law enforcement officers, judges, other court personnel, and prosecutors to more effectively identify and respond to violent crimes against women, including the crimes of sexual assault, domestic violence, and dating violence.
2. Developing, training, or expanding units of law enforcement officers, judges, other court personnel, and prosecutors specifically targeting violent crimes against women, including the crimes of sexual assault and domestic violence.
3. Developing and implementing more effective police, court, and prosecution policies, protocols, orders, and services specifically devoted to preventing, identifying, and responding to violent crimes against women, including the crimes of sexual assault and domestic violence.
4. Developing, installing, or expanding data collection and communication systems, including computerized systems, linking police, prosecutors, and courts or for the purpose of identifying and tracking arrests, protection orders, violations of protection orders, prosecutions, and convictions for violent crimes against women, including the crimes of sexual assault and domestic violence.
5. Developing, enlarging, or strengthening victim services programs, including sexual assault, domestic violence, and dating violence programs; developing or improving delivery of victim services to underserved populations; providing specialized domestic violence court advocates in courts where a significant number of protection orders are granted; and increasing reporting and reducing attrition rates for cases involving violent crimes against women, including crimes of sexual assault, domestic violence, and dating violence.
6. Developing, enlarging, or strengthening programs addressing stalking.
7. Developing, enlarging, or strengthening programs addressing the needs and circumstances of Indian tribes dealing with violent crimes against women, including the crimes of sexual assault and domestic violence.
8. Supporting formal and informal statewide, multidisciplinary efforts, to the extent not supported by state funds, to coordinate the response of state law enforcement agencies, prosecutors, courts, victim services agencies, and other state agencies and departments, to violent crimes against women, including the crimes of sexual assault, domestic violence, and dating violence.



9. Training of sexual assault forensic medical personnel examiners in the collection and preservation of evidence, analysis, prevention, and providing expert testimony and treatment of trauma related to sexual assault.
10. Developing, enlarging, or strengthening programs to assist law enforcement, prosecutors, courts, and others to address the needs and circumstances of older and disabled women who are victims of domestic violence or sexual assault, including recognizing, investigating, and prosecuting instances of such violence or assault and targeting outreach and support, counseling, and other victim services to such older and disabled individuals.
11. Providing assistance to victims of domestic violence and sexual assault in immigration.

## Appendix G - Maine's STOP Grant Allocations, 1995 – 2003

	Administrative	Discretionary	Prosecution	Law Enforcement	Victim Services	Courts	Totals
1995	29,316.00	0.00	140,976.37	98,806.07	141,825.00	0.00	\$410,923.44
1996	38,181.00	0.00	223,454.75	233,049.00	437,315.25	0.00	\$932,000.00
1997	48,440.00	0.00	292,569.00	271,116.67	376,874.33	0.00	\$989,000.00
1998	50,000.00	48,994.93	238,108.58	249,678.25	413,218.24	0.00	\$1,000,000.00
1999	50,450.00	8,326.68	360,808.35	245,486.05	343,928.92	0.00	\$1,009,000.00
2000	48,699.75	75,783.13	245,380.00	234,291.56	369,845.56	0.00	\$974,000.00
2001	48,200.00	0.00	228,950.00	228,950.00	412,110.00	45,790.00	\$964,000.00
2002	52,200.00	113,485.54	261,000.00	261,000.00	304,114.46	52,200.00	\$1,044,000.00
2003	104,100.00	52,050.00	260,250.00	260,250.00	312,300.00	52,050.00	\$1,041,000.00
<b>Totals</b>	<b>\$469,586.75</b>	<b>\$298,640.28</b>	<b>\$2,251,497.05</b>	<b>\$2,082,627.60</b>	<b>\$3,111,531.76</b>	<b>\$150,040.00</b>	<b>\$8,363,923.44</b>



## **Appendix H – Listing of Letters of Support**

The following agencies have submitted letters of support:

*Maine Coalition Against Sexual Assault*

*Maine Coalition to End Domestic Violence*

*Dept. of Behavioral & Development Services Multicultural Office*